

JUSTIFICATION
FOR OTHER THAN FULL AND OPEN COMPETITION

1. Contracting Activity: Department of Veterans Affairs (VA)
Office of Acquisition Operations
Technology Acquisition Center
23 Christopher Way
Eatontown, NJ 07724
2. Description of Action: The proposed sole source action is for a firm-fixed-price contract for software maintenance and support for Pipkins Workforce Management (WFM) systems located at the VA Health Resource Center (HRC), 3401 SW 21st Street, Building 9, Topeka, Kansas (KS), HRC, 4800 Memorial Drive, Building 90, Waco, Texas (TX) and HRC, Veterans Crisis Line (VCL), 400 Fort Hill Avenue, Canandaigua, New York (NY).
3. Description of Supplies and Services: The proposed action is for the renewal of maintenance and support for the existing Pipkins WFM software currently in use at the HRC locations. WFM systems are an integral part of any call center. The Pipkins software is already owned by VA and is currently integrated with the telephony system to combine historical data, forecasting, staffing and scheduling to develop optimized scheduling. This allows HRC to adjust schedules so that they align with call volume, thereby allowing HRC to handle more calls. Any WFM system must integrate with the existing telephony system. The Period of Performance is a 12-month base period from March 21, 2016 through March 20, 2017, with two 12-month option periods.
4. Statutory Authority: The statutory authority permitting other than full and open competition is 41 U.S.C. 3304(a)(1) as implemented by Federal Acquisition Regulation (FAR) Subpart 6.302-1 entitled, "Only one responsible source and no other supplies or services will satisfy agency requirements."
5. Rationale Supporting Use of Authority Cited Above: The proposed source for this action is Pipkins Incorporated (Inc.), 1 McBride and Son Center Drive, Suite 140, Chesterfield, Missouri 63005. VA currently owns and maintains Pipkins software from Pipkins Inc., which requires on-going software maintenance and support. Pipkins Inc. is the original manufacturer and sole provider of the maintenance and support services. Pipkins Inc. does not have any authorized resellers who can sell the maintenance and support services, the services are provided by Pipkins directly. Government technical experts reviewed similar products, including those offered by Aspect, Blue Pumpkin and Genesis, however due to the proprietary nature of the product and services, no other contractor can provide the maintenance support required on Pipkins software. In an effort not to significantly impact day-to-day business operations, it is imperative that HRC business operations have maintenance and support for the Pipkins software currently in use that provides Agent Vacation Planner, Agent Notification and Spreadsheet Reporting functionality.

6. Rationale Supporting Use of Authority Cited Above: Market research was conducted, the details of which are in the market research section of this document in paragraph eight below. The market research did not yield any potential sources, other than Pipkins, who could meet all of VA's requirements. Pipkins Inc. is the developer of its WFM software and the sole provider of this maintenance and support. Therefore, no competition is anticipated for the required Pipkins WFM maintenance and support contract. Additionally, the proposed action will be synopsisized on the Federal Business Opportunities Page in accordance with FAR Part 5.201. Any proposals received shall be evaluated.
7. Actions to Increase Competition: The Government will continue to conduct market research to ascertain if there are changes in the market place that would enable future actions to be competed.
8. Market Research: The Government's technical experts performed market research in December 2015 by researching other similar software maintenance and support that could be used for the WFM system, to ascertain if these services could meet VA's requirements. Products offered by Aspect, Blue Pumpkin, Genesis and Verint were reviewed by Government's technical experts and none of these could meet VA's requirements. Research found that Pipkins software specifications met the requirements to support current operations across three geographically-separated facilities. Additional market research was performed in January 2016 on the National Aeronautics and Space Administration (NASA) Solutions for Enterprise-Wide Procurement (SEWP) V Governmentwide Acquisition Contract (GWAC) website for Pipkins services. Findings from this research reflected Pipkins is not available via any NASA SEWP V GWAC contracts. Another product search was conducted on General Services Administration (GSA) Federal Supply Schedule (FSS) 70 to determine if any potential sources existed for this requirement. No authorized resellers were found on GSA FSS 70. To introduce another software product would require unnecessary changes to how VA currently utilizes, provisions, manages, maintains and secures the current WFM system. Any replacement of the current WFM system would result in complexities and workloads similar to that of replacing a telephony system in a live call center. This would be a significant undertaking that would cost much more than procuring maintenance and support for the current Pipkins WFM system. There would be a significant negative business impact in lost productivity. It's a project that would take thousands of hours to plan, develop and execute. Based on these critical requirements, only Pipkins can provide the maintenance to support users across Topeka, KS, Waco, TX, and Canandaigua, NY sites. Furthermore, a letter was provided by Pipkins confirming that the maintenance and support for Pipkins software is maintained and supported only by qualified and trained persons under the direct control and supervision of Pipkins, Inc. Pipkins does not subcontract such services to third party vendors.
9. Other Facts: Aspect, Blue Pumpkin, Genesis and Verint products cost similar relative to their system offerings. However, there would be no cost savings in purchasing a new WFM software package as it would actually cost VA more due

Justification for Other Than Full and Open Competition for Pipkins software maintenance and support

to decreases in staffing efficiency while learning and integrating the new software. Incurring additional costs associated with replacing and upgrading this software is not in the best interest of VA.